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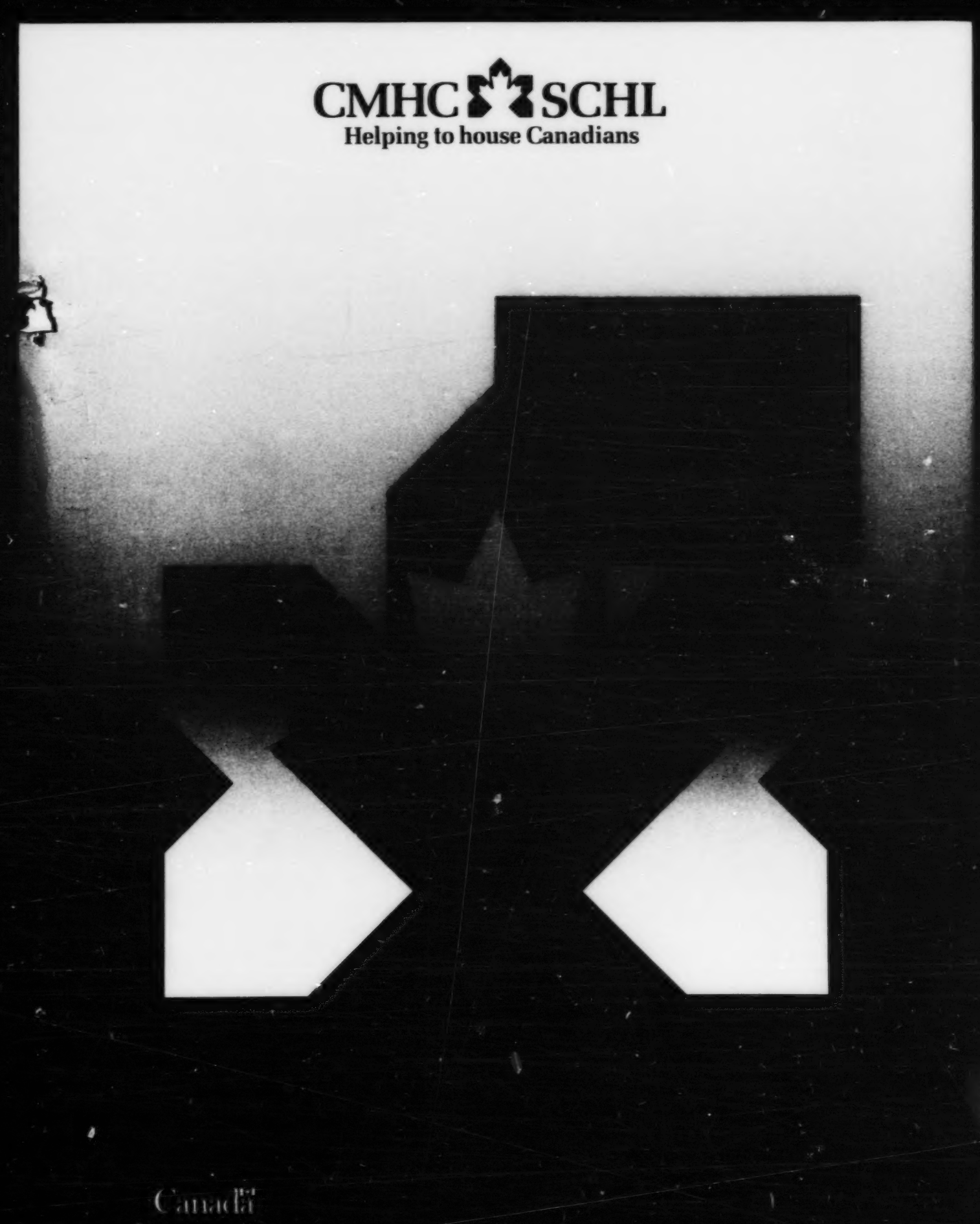

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BREAKING DOWN THE "DISCRETIONARY USE"
BARRIER

Breaking Down the "Discretionary Use" Barrier

November, 1989

Breaking Down the "Discretionary Use" Barrier

Funded by
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ABSTRACT

This study was conducted in order to answer the following question: What communications options will achieve a shift in attitudes among legislators, planners, educators, community leaders, and citizens so that Discretionary Use clauses in Alberta by-laws, which presently allow discrimination against persons with disabilities, can be removed? Research was conducted in five areas: an analysis of the communication process, a review of current literature about communication approaches, a review of lobbying as a method of communication, a telephone survey to establish current attitudes of ordinary citizens towards the residential options available to persons with disabilities, and analysis of telephone interviews with key informants.

The analysis of the communicating process explores the elements of communication and the strategies which foster effective communication.

The literature review provides observations on communication approaches by looking at communication channels and their effects, and then more carefully focusing on specific techniques and considerations which must be employed when approaching the public, professionals, and elected representatives. As an outgrowth of this latter group the study elaborates on lobbying as a method of communication and the means whereby a lobbying strategy is operationalized. This section concludes with a summary of how change may be affected through communication.

The report includes protocol, results and interpretation of a telephone survey conducted in one Alberta municipality, to determine contemporary attitudes towards persons with disabilities living in ordinary community settings. The purpose of the survey is to determine the relevance of current "Discretionary Use" clauses as a means of excluding persons with disabilities from a regular neighbourhood. The survey reveals a positive response and preparedness to integrate all people. The findings indicate that a small minority of respondents harbour negative attitudes about integration.

Transcripts and researcher comments from four key informant interviews on the topic of discrimination within municipal by-laws provide the basis for recommendations on how the situation must be dealt with.

The study concludes with major recommendations, reflecting the changing political climate in Alberta, and the likely success of a well strategized lobby to amend the 1972 Planning Act, so that the technicalities which permit covert discrimination will be eliminated.

EXECUTIVE SUMMARY

Following a review of a selection of municipal zoning by-laws in Alberta in last year's study, this year's work builds on the findings by researching, analyzing and recommending the most effective strategy to overcome aspects of "Discretionary Use" clauses currently included within the by-laws. Although (technically) there is no opportunity for discrimination on the basis of disability in the by-laws in Alberta, there nevertheless exist back door means whereby, due to requirements of family composition, relationship and size, discrimination can occur. Whereas such zoning restrictions exist in residential areas, they do not occur in commercial or industrial districts. This means that unless an agency offering residential services, or the group of persons with disabilities (either themselves or their parents/guardians/ advocates) are prepared to present the case through the Municipal Planning Commission process, and thereby demonstrate that numbers and/or relationships do not pose a threat to the "community," the route of least resistance is to acquiesce to the bias of the by-laws and reside outside of a regular residential community.

This study focuses on determining the ways in which such biases and covert means of discrimination can be overcome by effective communication: by identifying the strengths of various communications media and their most effective use, and by further identifying the wisest strategy to bring about the required change.

A review of current literature on communications reveals the specialized nature of communicating and the need to identify the clear *message*, the wisest communication *channel*, the most appropriate *communicatee*, and the most effective *communicator*. Also, it explains the need to recognize the communicatee's *orientation* as a predeterminant to the reception of, and consequent reaction to the message. The review contains descriptions of communications goals (surveillance, transmission and coordination) and six theoretical goal constructs (to inform, educate, persuade, coordinate, entertain, and promote dialogue). Categories of communication resources, shown in a matrix, show how these goals translate into specific communication techniques in point-to-point, mass media and interpersonal contexts. Within this study it illustrates the need to *inform*, and provides a direction to the study solutions and recommendations.

Since the study addresses the need for legislative amendments, it focuses closely on approaching elected officials/legislators and on the particular considerations which arise when lobbying is the key method of communication. After outlining lobbying by definition, its benefits as a change strategy, and discussing the internal and external factors which affect its operationalization strategy, the review summarizes that without their determined and consistent involvement in the presentation of their views, persons with disabilities will not achieve responsive policy/legislative amendments. They need to maintain an effective political position, and adopt a proactive stance toward policy and the political process which produces it. The conclusion is obvious: lobbying is the most powerful stance by which persons with disabilities may effect change.

A telephone survey of a statistically significant sample of St. Albert residents reveals that the vast majority (about 90%) of people have no negative feelings about persons with disabilities living on their block, whereas a minority (about 7%) express a negative opinion about such residents. The researchers believe that the positive bias in the survey results provides important information in allowing elected representatives to feel comfortable in amending aspects of legislations which permit discrimination (albeit covert), and to question the motive for leaving such "discretionary use" clauses in the by-laws. Clearly, people's attitudes on this topic run ahead of the by-laws.

Interviews with key informants reveal little surprise at the researchers' findings, although they appreciate having their perceptions validated. Without exception, their advice centres around amending the Planning Act, since this is the underlying document which politicizes every aspect of the development process in Alberta.

The researchers conclude that it is the political nature of the situation that *causes* the problem: that providing any means or forum in which objections can be made (however eloquently and under whatever guise) is regressive. As a society we cannot choose who we would like to have as neighbours, and we cannot continue to allow such choice, based on objection, to be exercised against a minority.

The recommendations are clear, based upon the foregoing:

- The 1972 Planning Act must be amended so that definitions of "household" and "family" in *Discretionary Use* clauses in the by-laws do not allow discrimination based on numbers, relationships or disabilities.
- Advise elected representatives of the majority view in Alberta.
- Amend the Individual's Rights Protection Act to include "mental handicap" within its definition. This action alone is not seen as the panacea for the situation, but the researchers believe that it will send a very clear message to Albertans, including municipal governments.
- To ensure that the lobbying strategy includes delivery of the message by the most effective communicator.
- Develop a communication strategy for dealing with the provincial government, so that there can be no doubt of the unanimity within Cabinet about the introduction of amendments.
- Develop a communication strategy for dealing with the municipal governments in Alberta, so that they may understand the aspirations of persons with disabilities.

1.0 INTRODUCTION

1.1 Background

The extent to which most of the municipal by-laws in Alberta impede the movement of people with disabling conditions (or their advocates or service providers) from institutions to community-based settings was analyzed in *An Assessment of Provincial Legislation, Building Regulations and By-laws as a Barrier to Housing People with Disabilities* by HSP Humanité Services Planning Ltd. under funding from CMHC's External Research Program in 1988. This study focuses on the primary hurdle identified in last year's work: municipal by-laws, and attempts to identify the impact of "Discretionary Use" clauses as tools of discrimination. In so doing, the researchers' hope is that in identifying and understanding the nature of the discrimination, that effective means can be found to publicize their negative effect, so that a strategy may be recommended to remove such clauses from everyday use.

Last year's study posited that living as an ordinary citizen in the community is a desired state. In this year's work the research team inquired of St. Albert residents, through a telephone survey of a statistically significant randomly selected sample, their beliefs about the rights of persons with disabilities to live in their community. It seems logical to link the intent of municipal by-laws to all the people whom they serve and protect. If the residents of St. Albert can be construed as "typical" it appears that contemporary attitudes are most favourable towards the integration of persons with disabilities into ordinary communities. It thus appears that the continued use of Discretionary Use clauses, where the numbers of individuals in, or relationships between people, do not meet "family" definitions in the by-laws, are out of step with what ordinary citizens believe. The continued application of such clauses achieve little more than create distinctions between citizens, and allow a minority to become vocal and thereby to perpetuate the gap between regular community life, and life in a second class setting.

1.2 Research Question and Objectives

Research Question: What communications options will achieve a shift in attitudes among legislators, planners, educators, community leaders, and citizens so that Discretionary Use clauses in Alberta by-laws, which presently allow discrimination against persons with disabilities, can be removed?

Objectives:

- To determine the extent to which amendments to the Individual's Rights Protection Act will affect Discretionary Use clauses in by-laws in Alberta.
- To develop a broad communications plan intended, ultimately, to persuade legislators and planners to rescind the discretionary aspects of municipal by-laws which impede normal residential occupancy for Albertans with disabilities.
- To determine and verify specific beliefs and attitudes which cause citizens, planners, and legislators to discriminate against people with disabilities through municipal zoning by-laws.
- To identify specific groups or target audiences whose attitudes must be shifted so that barriers to residential occupancy by disabled persons will be removed.
- To develop appropriate messages for communication to the aforementioned target audiences.
- To recommend an appropriate media mix to achieve the communication goals determined for each target audience.

1.3 Research Methodology

The research was conducted in three distinct areas, namely:

- Review of literature
- Public Telephone Survey
- Key Informant Interviews

The literature review, as reported in Chapter 2, provides a theoretical conceptualization of the communication process combined with a discussion of substantive findings relevant to communication options for persons with disabilities. Within the review specific reference is paid to the process of lobbying.

As a second research component, a public telephone survey was conducted to ascertain the views of local (St. Albert) residents on the question of residential accessibility for persons with disabilities. The results of this survey are reported in detail in Chapter 2. The survey represented an abridged and updated version of two previous surveys conducted in 1988 aimed at respondents working in the rehabilitation community, and people working in the planning community (An Assessment of Provincial Legislation, Building Regulations and By-laws as a Barrier to Housing People with Disabilities, 1988; Appendix A).

The final phase of the investigation was a survey of key informants representing people or organizations that are known and recognized within the area of research related to persons with disabilities. The key informants were each interviewed individually by telephone, with the interviews taped and transcripts prepared. The interviews were structured in accordance with the major findings from the two previous research components, and addressed the broad topic of communication options for removing barriers that currently impinge on the available community housing options for persons with disabilities.

The study conclusions, and ultimate recommendations regarding the proposed communication options for removing barriers to community living options for persons with disabilities, are conceptualized and drawn from a combination of data and findings from all three phases of research.

2.0 RESEARCH FINDINGS

2.1 The Communication Process

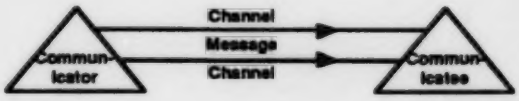
2.1.1 The Elements of Communication

The process of communication is one that we all engage in, in some way or another, every day of our lives. Despite the widespread prevalence of this everyday social process, however, we still experience difficulty both in defining the word itself, and in understanding its significance or impact upon our culture or way of life. The complexity of communication as a social process is reflected in the wide range of definitions employed by different scholars and professionals attempting to explain it. Psychologists, sociologists, anthropologists, linguists and engineers, for example, all offer varied definitions of communication; in short, diversity abounds. Although no single definition of communication is agreed upon by all those endeavouring to define it, some recurrent elements within the various definitions employed are apparent. Communication has, thus, variously been described as the:

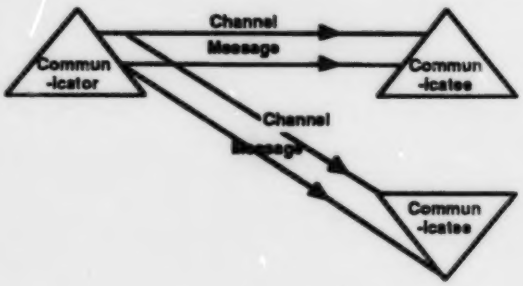
- process of transmitting meaning between individuals;
- the process through which an individual transmits stimuli to change the behavior of other individuals; and,
- the process whereby information is passed from one place to another.

Accepting the varied premises of the above definitions, communication, in its simplest form, may be conceptualized as a *stimulus-response* process. For communication to occur a minimum of two elements are required: an event external to the individual (the stimulus) and the individual reacting to the event (the response). The two principal components in the process of communication can, therefore, be categorized as a *communicator* and a *communicatee*. Both of these must be present for communication to take place.

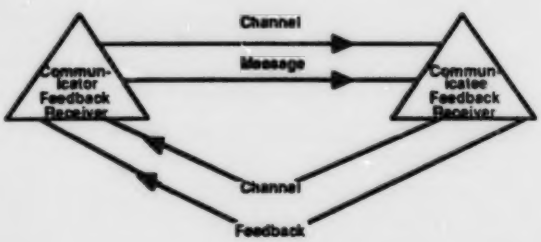
Expanding the basic elements of this simple model, we can add the additional components of *message* and *channel*. Human communication involves a message - that is some form of information - which is carried over a particular *channel* - that is a medium of communication. In diagramatic form, this simple model of the process of communication can be represented in the following manner:



Given the nature of the relationship between the communicator and the communicatee, it is apparent that communication is an individual, even a personal process. In the previous diagram the message carried over the channel from the communicator to the communicatee serves to alter in some way the state of the communicatee separately and without reference to any other communicatee that may or may not be physically present or absent during the process of communication. The same message carried over the same channel from the same communicator to a different communicatee may, therefore, result in a totally different response. That similar messages may be received differently by separate communicatees is another fundamental characteristic of the process of communication. The reception of, and consequent reaction to, a given message is dependent upon the individual's *orientation*. The orientation of an individual is the product of numerous factors including his/her current state and past experience.



A further element of the communication process is the communicatee's response or reaction to a message which can be termed *feedback*. Given that the communicator has a purpose in trying to communicate, for example to inform, there must be some kind of effect on the communicatee for communication to take place. The nature of this effect will vary but generally includes a change in one or more of the cognitive (thinking), affective (feeling) or behavioural (acting) processes. It is this response, known as feedback, which constitutes a further element in the basic communication model and contributes to the past experience of the individual thus influencing his/her orientation. Conceptually, feedback can be regarded as another phase in the process of transferring messages between communicators and communicatees, with the initial roles of sender and communicatee temporarily reversed and a communication cycle set into effect. The nature of the feedback acts to condition the course of future communication between the communicator and communicatee.



The final element in the basic process of communication is *interference*. The technical term for interference is *noise* which consists of two basic types: *channel noise* and *semantic noise*. Both channel noise and semantic noise act to impede the process of communication. Channel noise is interference within, or exterior to, the actual channel or medium of communication. Semantic noise is interference within the process of communication itself. Of the two types of interference channel noise is the easier to deal with or remedy. By contrast, semantic noise generally results in a major breakdown in the process of communication since the message itself (the information) is not received (understood) by the communicatee.

2.1.2 Effective Communication

For effective communication to take place specific regimens, or communication packages, are required that address all elements of the communication process. The components that must be considered in any communication package include three key elements:

- The communicator, and the concerns of the communicator.
- The communication, and the method of communication.
- The intended audience, and the concerns of the audience.

Since communication is primarily an individual process it is essential that attention is paid to each of the three elements, and their subsequent combination for it to be effective. The concerns of the communicator determine the audience, while both the nature of the message and the audience determine the particular channels or media that will be most appropriate. Considering these three elements individually, the following observations are relevant.

The Communicator

One of the most well-documented and widely accepted generalizations of communication research is the influence of perceived source characteristics on the effectiveness of communication.

Generally, sources who are perceived as *competent* (good sense) and *trustworthy* (good morals) are more successful persuaders than communicators perceived less positively on these two attributes. Kelman (1961) identified three "sources of power" for communicators (persuaders): *means control*, which refers to the communicators ability to control rewards and punishments; *attractiveness*, which refers to the degree that receivers regard the source as someone with whom they would like to form a satisfying role relationship; and *credibility*, which relates to the expertise of the source (the equivalence of competence and trustworthiness). A significant structural difference can be postulated between the first two of these sources of power. Attitudinal or behavioural changes resulting from both *compliance* (means control) and *identification* (attractiveness) are decidedly less autonomous and can be effectively perpetuated only by continual *surveillance* in the case of means control, and by *salience* with regard to attractiveness. By contrast, changes attributable to *internalization*, (credibility) are more autonomous and generally maintained, dependent upon *issue relevance*, regardless of whether or not the communicator's physically or even psychologically present. For effective communication to take place the initial requirement is, therefore, source credibility.

In describing the relationships between audience and source, it should be noted that peers are more likely to be considered trustworthy than are professionals, experts or others more socially distant from audience members. Professionals, however, or those perceived to be in positions of authority, are more likely to be considered competent or knowledgeable (Rogers, 1983). In short, audience perceptions of the communicator affect the credibility of a given message.

Communication Goals

Laswell (quoted in Schramm, 1971) identified three primary functions of communication:

- *Surveillance*: the use of communication to understand and share information about the environment.
- *Transmission:* the broad function of transmission of culture and knowledge from generation to generation, and from place to place.
- *Coordination*: the use of communication to manage society.

From these three categories, Middleton and Meyer (1985) have theorized six functions:

Inform	=	*Surveillance*
Educate	=	*Transmission*
Persuasion	=	the use of communication to bring about desired change
Coordination	=	the purposive use of communication resources to organize, stimulate or control the performance of individuals, groups or organizations
Entertainment		
Dialogue		

Although these constructs are identified individually, in practice they overlap to a considerable degree. *Informing*, for example, frequently represents part of the process of *educating*, while both can be considered elements of *persuasion*. Similarly, *coordination* involves elements of *informing*, *educating* and *persuading*, while *dialogue* can be conceptualized as the process whereby interactive communication results in a mutual understanding between participants. Theoretically, *dialogue* can, and often does, encompass all six communication functions.

Despite the high degree of overlap between the respective constructs a specific communication strategy normally has one or more of these functions as its primary goal.

The Communication or Message

Communication can only be effective if the message sent by the source is both received and understood by the receiver. This suggests that, first and foremost, the nature and structure of the message must be both relevant to the goals of the communicator and yet understandable within the context of the communicatee/audience. In meeting these two requirements some general principles are relevant.

In the initial stage of message compilation/development the communicator must determine on what level he/she is to address the communicatee: that is, what is to be the message appeal (Percy and Rossiter, 1980). Based on Aristotle's distinctions between ethos (ethics), pathos (passions) and logos (logical argument) it is possible to recognize three distinct lines of message appeal.

Ethos - moral principles: Ethos messages work on persuading the receiver by focusing attention on the source, and promoting notions of credibility and moral obligation.

Pathos - emotions: Pathos messages attempt to create an appropriate feeling in the receiver by appealing to feelings, values or emotions. Studies of pathos-based appeals suggest that attitudes can be changed more effectively by communication aimed at perceived instrumentality to goals already held by a receiver. Thus, attitudes may be changed by addressing, in the communicator's message, the motivations that are reinforced by the attitude.

Logos - intellect: the logos type of persuasive appeal is the most difficult to execute effectively. The logos appeal requires the receiver to deduce the desired conclusion from a given message according to principles explicitly presented or implicitly suggested within the message itself. The individual receiver is thus allowed to draw his/her own logical conclusions based on the information contained within the message. The main problem with this type of message, is that it is not always formal modes of logic that the receiver employs in drawing conclusions.

Once the general type of message has been determined the individual content and format of the message must be considered. During this stage, *formative evaluations* can be used which improve the effectiveness of any communication process resulting in messages that are specific to the intended behaviour or attitude change for large audiences (Rogers and Storey, 1987). Minimum formative evaluation programs should include at least:

- Market research to determine receiver predispositions; and,
- Message pretesting for both comprehensibility and response.

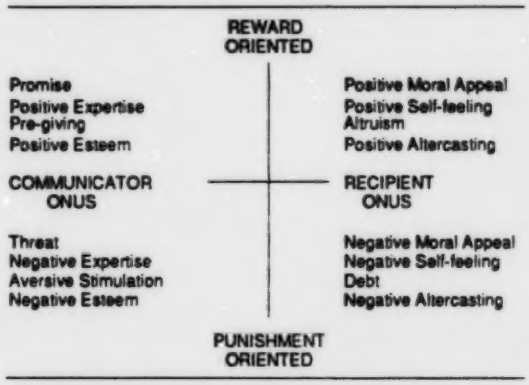
To be effective, the message must not be socially distant from the intended receivers. Individual receivers must be shown as having a "stake" in the issue implying that the values and attitudes evoked in the message run parallel to their own.

In addition to the message content, the format, or structure, of the message also plays an important role in determining the overall effectivenss of a given campaign. In general, a communication program promoting a *prevention* message is less likely to be successful than one with immediate positive consequences. In addressing this dilemma the compromise solution may be the use of a preventive innovation. A *preventive innovation* is a new idea that an individual adopts to avoid the possible occurence of some unwanted event in the future (Rogers, 1983).

In attempting to persuade a receiver, a communicator may employ what are termed *Compliance-gaining message strategies*. Theoretically, there are four compliance-gaining message strategies available to persuasive communicators:

- reward-oriented/communicator-onus strategies
- reward-oriented/communicatee-onus strategies
- punishment-oriented/communicator-onus strategies
- punishment-oriented/communicatee-onus strategies

These four strategies can be diagrammatically represented as follows:



Four-category typology of compliance-gaining message strategies. From Miller and Parks (1982).

A persuader may, thus, decide either to emphasize the positive outcomes relating to compliance (reward-oriented) or the negative consequences resulting from noncompliance (punishment-oriented). Depending upon this initial choice, the persuader may then decide to control the rewards or punishments directly (communicator-onus) or alternatively attempt to stimulate in the intended persuadee positively or negatively self-reinforcing contingencies.

In short, to be successful, the message must not be socially distant from the receivers to whom it is sent. In addition, individual receivers must be shown as having a "stake" in the issue suggesting that the values and attitudes evoked by the message run parallel to their own concerns.

The Method of Communication or Channel

While the content and structure of the message is fundamental to the process of communication, the structure of the message also represents part of the process of communication and must also be developed in tune with the channel(s) of communication designed to carry it in order to be effective. Salcedo et al (1974) concluded that "the first prerequisite of an information campaign is that the message must reach the intended audience. Any hope for effects of the campaign must begin from there." Once the most appropriate channel(s) of communication have been established the nature of the messages may be effectively formulated.

Conceptually, the different methods of communication (channels) can be discussed with reference to a three-fold typology: point-to-point systems, mass-media systems and interpersonal systems (Middleton and Wedemeyer, 1985).

Point-to-Point: Point-to-point communication systems consist of the post and telecommunication systems. These communication channels are primarily used to facilitate two-way communication between any two points in a given system. The participants in a telephone conversation for example, or the sender and receiver of a letter, and a data base and the user of a computer terminal, are all point-to-point communication systems.

Mass Media Systems: Mass-media systems share messages from a single source with many receivers at the same time. With few exceptions, these systems involve the one-way transmission of information, with very limited potential for either any feedback or interaction.

Interpersonal systems: Interpersonal systems are organized communication acts that take place directly between and among individuals and are generally characterized by a dynamic interchange of information.

Between these different systems of communication there are obvious examples of overlap given that in practice the three systems are not mutually exclusive.

In selecting a given system, the particular nature of the message, and that of the receiver, must first be considered. Different channel types will be suited to different communication scenarios. For example, while mass media variables are effective in changing cognitions, or one's knowledge about a specific subject, interpersonal channels of communication tend to be more effective when the goal of a communication exchange is to change an attitude or modify a behaviour (Bandura, 1986). In addition, communicatees are more likely to act on information if appropriate social and environmental support is available (Maccoby and Solomon, 1981). Thus if individual communicatees feel involved in the process of change they are more likely to follow the prescribed guidelines.

The Communicatee or Audience

While it is the communicator who remains ultimately the originator of any message, communication does not take place until the message has been received and understood by the audience. It is, therefore, the responsibility of the communicator to structure his/her message and medium so that the communicatee has the best possible opportunity both to receive and understand the message.

The communicator must, therefore, develop a profile of the receiver(s) he/she is attempting to communicate with to prevent any distortions or *interference* in the communication process. *Interference* consists basically of two varieties: channel and semantic. Channel noise (or interference) is related to some breakdown in the means of communication between the communicator and the communicatee. A simple example would be a loud noise that prevented two people temporarily from engaging in a conversation. The remedy for channel noise may, therefore, depending upon the specific nature of the interference, be as simple as repeating the message, talking louder or even changing the channel of communication - a poor telephone line, for example, may result in the sender opting to fax the information to the receiver. Semantic noise (or interference) is fundamentally more difficult to overcome since the very nature of the message (or information) is not understood by the receiver. Problems of semantic noise generally result in a breakdown of the process of communication and require the source or sender to re-evaluate his/her whole approach to the communication process, including more or better information about the would be receiver. Instances of semantic noise, frequently result in situations where the sender and receiver have little knowledge about each other, and the latter has little knowledge about the substantive content of the message itself.

If the communicatee does receive, and understand, the message from the communicator it is probable, if the communication process was effective, that there will be some effect on the receiver. While the nature of the effect may vary, it generally involves a change in one or more of the cognitive, affective or behavioural processes of the receiver. This response, termed "feedback" constitutes the final element in the communication process. Effective communication takes place when distortions are minimized and the opportunity for feedback to each communicator is maximized. The feedback from an initial message allows the communicator both to assess the impact of is communication on the communicatee and to determine the direction of future messages should additional change, or modifications to existing change, be required.

2.2 Observations on Communication Approaches: A Literature Review

2.2.1 Communication Resources and Goals

The following matrix indicates the type of resources that are generally applicable for particular combinations of communication goals.

Communication Resources and Goals*

	Categories of Communication Resources		
Goals	**Point-to-point**	**Mass Media**	**Interpersonal**
Inform	Telephone call Letter Data transmission: (FAX, Computer Networks)	Newspaper story Newsletter Radio announcement Television news Film and Video cassette Magazine Story Posters	Simple spoken statement
Educate	Correspondence Course Audio cassettes Audioteleconferencing Videoteleconferencing Videotex Computer Assisted Instruction Computer Managed Learning Computer Conferencing Electronic Blackboard	Radio/Television education Textbooks Newsletters Newspapers Technical journals Video cassettes CD ROM	Classroom Instruction Group-based non-formal education Extension services Training
Persuade	Telephone call Audioteleconferencing Videoteleconferencing	Newspaper editorials and feature stories Radio/television speeches, dramas Advertising (all media) Speeches, printed or broadcast	Discussion groups Extension services Public speeches
Co-ordinate	Orders and directives through all media Intra-organization communication	Announcements (all (media)	Staff meetings Supervisory relationships
Dialogue	Telephone conversation on an issue or a problem Exchange of data via computer networks, FAX	Interactive television Radio teaching with organized feedback Letters to editor	Meetings

*Adapted from Methods of Communication Planning, J. Middleton and D.J. Wedemeyer, eds (1985).

2.2.2 Communication Channels and Their Effect

The following matrix describes the general relationships between media type and message facility.

Gross Media Comparisons

	TV	*Radio*	*Magazines*	*Newspapers*
Total population reach (Adults + Children)	Very Strong	Good	Fair	Good
Selective upscale adult reach	Fair	Good	Very Strong	Good
Upscale adult selectivity (Per Ad Exposure)	Poor	Fair	Very Strong	Good
Young adult selectivity (Per Ad Exposure)	Fair	Very Strong	Very Strong	Fair
Cost per 1000 ratios	Fair-Good	Very Strong	Strong	Good
National media availabilities + uniform coverage	Very Strong	Poor	Good	Poor
Local market selectivity	Good	Good	Poor	Very Strong
Ability to control frequency	Fair	Good	Good	Very Strong
Ability to pile frequency upon reach base	Very Strong	Very Strong	Good	Fair
Ability to exploit time of day factors (In Scheduling)	Fair	Very Strong	Poor	Poor
Ability to exploit day of week factors (In Scheduling)	Fair	Very Strong	Poor	Very Strong
Seasonal audience stability	Poor	Very Strong	Good	Good
Predictability of audience levels	Fair-Poor	Good	Good	Very Good
Depth of demographics in audience surveys	Poor	Poor	Very Strong	Fair-Good
Reliability and consistency of audience surveys	Fair-Good	Good	Fair-Good	Good
Ability to monitor schedules	Good	Poor	Very Strong	Very Strong
Ability to negotiate rates	Good	Fair	Poor	Poor
Fast closing + air dates	Fair	Good	Poor	Very Strong
Opportunity to exploit editorial "compatibility"	Poor	Fair	Very Strong	Good
Selective ad positioning	Poor	Fair	Good	Very Strong
Advertising exposure	Good	Good	Good	Good
Advertising intrusiveness	Very Strong	Good	Fair	Poor
Audience concern over ad "clutter"	Very High	High	Almost None	Almost None
Emotional stimulation	Very Strong	Fair	Fair	Poor
Sensory stimulation	Fair-Good	Fair	Very Strong	Fair
Brand name registration	Very Strong	Good	Fair	Fair
Product or efficacy demonstrations	Very Strong	Poor	Fair	Fair
Ability to exploit attention getting devices	Very Strong	Poor	Very Strong	Good
Ability to use humor	Very Strong	Good	Poor	Poor
Ability to use slice of life approach	Very Strong	Good	Poor	Poor
Ability to convey detail + information	Fair	Fair	Very Strong	Very Strong
Ability to stimulate imagination	Fair-Good	Very Strong	Fair	Poor
Package identification	Good	Poor	Very Strong	Good
Prestige and respectability of the medium	Fair	Fair	Very Strong	Strong
Ability to talk person-to-person with audience	Fair-Good	Very Strong	Poor	Poor

SOURCE: *The Media Book, 1978* (New York: Min-Mid Publishing, 1978), p.p. 433 and 436. All rights reserved. Used with permission.

2.2.3 Approaching The Public Or The Community

In order to establish an accepting environment for change in the community, an effective communication network must be established. Opinion polls indicate that generally the public favour the integration of the disabled into the residential community. In responding to such surveys interviewees are, however, reacting to an academic question rather than facing a real situation. Their responses may be described as truthful but "remote." As the degree of remoteness of the integration of persons with disabilities into the mainstream of community life decreases, anxiety increases. A conflict exists between *Philosophical acceptance* versus *real acceptance*. While the Judeo-Christian Ethic which underlies the basic North American value system dictates the "right" answer, behavioural responses may reflect the converse (Nelson, 1978).

Negative public reactions to persons with disabilities living in the community are broadly related to issues of fear involving concerns over:

- Declining property values
- Increased crime rates
- Loss of neighbourhood status or integrity

(Sigelman, 1979).

Communication and education can help to address these fears and prejudices. In communicating with the public the key communication goals must be to *inform*, *educate* and *persuade*. More communication is not equivalent to better communication, however, and quality is more important than quantity (Rogers and Storey, 1987).

In dealing with the public, in specific locations or neighbourhoods, person to person communication is the most effective means of communication because it allows for discourse and feedback from both sides. This interchange serves to minimize the likelihood or probability of distortions or misconceptions. Since the human acceptance of information is dependent upon the receivers' perception of source credibility and information reliability, one-to-one conversations, meetings of small groups, and meetings of larger groups may also be more successful in establishing trust. Evidence suggests that once people see, are exposed to, or get involved with, formerly stigmatized groups their negative attitudes and opposition frequently change (Baron and Piasecki, 1981).

On a broad scale, public education for community integration of the disabled will be best accomplished by promoting as much public exposure as possible. General exposure is effective through informational modes, such as public information campaigns and literature. Attitudes can be changed if people are approached thoughtfully and sensitively. The mass media may be used in such exercises but certain limitations relating to the message impact must be recognized. The messages used must be newsworthy on their own, and be of high public human interest value. In this regard, an appeal to a combination of the public pathos and logos may well be the most effective communication route available. Ethos concerns must also, however, be considered (Percy and Rossiker, 1980).

For significant changes to take place those people who knowingly or unknowingly create obstacles to the integration of the disabled into the residential community must become involved in the process of change. Their involvement, and the resulting increased level of understanding, will serve to decrease initiating forces which restrict change (Nelson, 1978).

By using the mass media, attention can be brought to a given issue. The mass media has the ability to grant a certain problem or issue status. While the mass media are not generally successful in telling people what to think, they are nevertheless very successful in telling people "what to think about." Audience perceptions of the importance of public issues can be related to the emphasis accorded those issues by the media (Schramm, 1971).

2.2.4 Approaching the Professional

The goals of communication aimed at professionals must be to inform, educate and persuade: methods of operation which can be achieved through a variety of communication strategies.

Professional bodies generally identify with their own peers. If individual professionals sympathetic to the needs of persons with disabilities can be recruited, then, they may provide the focus for gaining support within any given professional body. The concept of a 'champion' may thus be relevant and prove credible.

While political officials may be elected or appointed, professionals in decision-making positions are generally not subject to the vagaries of public opinion. In this manner they remain somewhat protected from public opinion processes. If professionals from within the given field cannot be identified and involved in the communication process then professionals from adjacent fields may be incorporated. The key element that must be maintained is *source credibility* (Rogers and Storey, 1987).

In approaching professionals, personal or small group interactions or exchanges are the most desired form of communication. Given the much smaller numbers involved, as compared to public communication programs, the logistics of this more qualitative approach are sound.

The message appeal may well rely on all three aspects of ethos, pathos and logos, although it is suggested that emphasis be placed on primarily ethos and secondly logos (Percy and Rossiker, 1980). Ideally, professional, disabled communicators are best suited to interact with the professional communicatees.

In addressing the persuasion of professionals, the very substantial barriers that can be built by such protagonists must be carefully considered since these barriers have the potential to overwhelm public opinion and even influence the actions of elected decision-makers. Ideally, professionals should be brought "onside" by gaining their support through procedures designed to facilitate credible communication outcomes.

2.2.5 Approaching Elected Officials/ Legislators

The specific goals for communication resources directed at elected officials/legislators must be to inform, educate and ultimately persuade.

Political decision-makers, although vested with a considerable degree of power are, significantly, subject to the vagaries of public opinion. Informing, educating and persuading these officials through specifically designed communication packages may, thus, be more successful than attempting to contact professionals, given the mandate of political actors to respond to public opinion. In this regard, members of the "interested public" play an important role in the political process (Dluhy, 1981).

Political power is effectively regulated according to the perceptions of political actors, who must gauge their own efficacy by their perceptions of public response. While broad public support for political actions is not always necessary, most political actors must believe at the very least that there is not insurmountable public opposition to their policies. As a consequence of this, the political power of an interested public lies not so much in what it does but in the political actors' perceptions of what it *might* do.

Given the accountability of elected decision-makers, communication packages may be targeted at politicians through the general process of public opinion or specifically channelled through more direct interactions such as lobbying (Price and Roberts, 1987).

2.3 Lobbying as a Method of Communication

2.3.1 Lobbying: A Working Definition

Lobby interests undoubtedly help to influence political decision-making. This influence may be particularly apparent in areas where government

policy is underdeveloped, thus providing lobby interests with an opportunity to identify and define problems in societal structures, and or existing policy directions, and work to present solutions to these problems (Davis, 1985; Cates, 1988).

The term "lobbying" is originally derived from American politics where it was used to describe the attempts by individuals to exert influence or pressure on elected representatives in Congress (Davis, 1985). An early constitutional critic defined the term 'lobby' in 1888 in the following way:

> 'Persons not being members of the legislature who undertake to influence its members and thereby secure the passing of Bills' (Bryce, 1888).

Today, the activity of lobbyists is somewhat broader than that recognized by Bryce, and the more recent definition of Finer (1958) is perhaps more applicable:

> The sum of organizations in so far as they are occupied at any point in time trying to influence the policy of public bodies in their chosen direction, though (unlike political parties) never themselves prepared to undertake the direct government of the country.

In todays political climate Finer's (1958) definition captures more eloquently the nature of 'the lobby' by recognizing first, that the activity of lobbyists is not directed simply at the legislature, and second that, given the complexity of current political processes, it is rarely individuals, ('persons' in Bryce's (1888) definition), who undertake the great bulk of lobbying activity but rather organized groups of individuals.

2.3.2 Pluralism: The Societal and Group Benefits of Lobbying

In the modern political forum lobby groups provide a valuable addition to the decision-making process representing an alternative form of participation in the political system (Daves, 1985). Lobby groups, by becoming involved in political decision-making, provide an important vehicle for the ordinary citizen to have a voice in public affairs. This involvement may be particularly significant for those groups traditionally overlooked in the political process, for example disadvantaged groups such as persons with disabilities (Dluhy, 1981). The power of lobby groups varies considerably with traditionally disadvantaged groups frequently finding it difficult to compete. Greater emphasis, therefore, has to be placed on defining and delivering the message.

From an ideological perspective, those who subscribe to the view that lobby groups form a key component of our political process may be summarized by the term 'pluralists'. In its basic form Pluralism, as a theory of power, attributes to voluntary organizations, interest groups, and concerned citizens a key role in the establishment and maintenance of democracy. In this manner, lobby groups serve as an intermediate layer of political influence between the citizen and the state, providing a source of effective resistance to control by centralized interests. Pluralists also argue that the democratic process is indeed strengthened through the provision of an additional focus for political mobilization other than a simple reliance on political parties. As a key component of the political process, lobby groups can prove relevant to the more specific demands of particular sections of society, since they do not need to embrace the wider audience perspective required by political parties. Given this focus they can respond more flexibly to the contingent events that provide part of the agenda of politics, being free to mobilize groups of individuals around specific issues and attitudes.

2.3.3 Lobbying and Strategies of Change

In addressing changes in societal structures and organizations through lobbying, lobby groups must consider both the time framework in which they are to operate and the extent of the changes they wish to introduce (Jordan and Richardson, 1987; Dluhy, 1981). In conceptualizing the relationship between

strategies for change structures and time frameworks for their introduction, Dluhy (1981) has derived a four cell matrix that accommodates the possible scenarios of action.

Time Span	Magnitude of Change: Small	Magnitude of Change: Large
Short	A CRISIS MANAGEMENT	B REVOLUTION
Long	C INCREMENTALISM	D INSTITUTIONAL REFORM

Theories of Social Change

(From, M.J. Dluhy, 1981) *Changing The System: Political Advocacy for Disadvantaged Group.* Beverly Hills: Sage.

The matrix Cell 'A' indicates a 'Crisis Management' orientation toward change. Working within this strategy advocates or lobbyists respond to specific political or social crises in order to promote change. The result of this type of strategy,however, is frequently an action plan that is not well-considered and one that lacks overall direction (Rein, 1976).

Cell 'B' describes a 'Revolutionary' orientation toward change whereby the major or macro restructuring of social systems, institutions, and/or policies is sought within a short time period. The major problem associated with this approach is that policy makers traditionally regard such 'Revolutionary' changes with distrust and, therefore, tend to block their introduction or ignore them as unrealistic and unfeasible (Rivlin, 1971; Rothman, 1974).

Cell 'C' characterizes an 'Incremental' orientation toward change. Within this strategy small changes at distinct points in time add up to form more significant developments. Changes that do occur are generally consistent with past precedents that have been established and accepted (Dluhy, 1981).

Cell 'D', 'Institutional Reform', represents the most sophisticated program for effecting social change (Dluhy, 1981). As part of this strategy lobbying groups acknowledge that change must realistically occur over an extended time framework if it is indeed to be directed toward a goal of major restructuring. An integral part of such a strategy is, thus, the introduction and support of a series of small changes over an extended time period that are considered and directed toward major structural goals aimed at redesigning societal institutions or operational systems. What separates 'Institutional Reform' from the 'Incremental' approach is the deliberate focus on a long-range purpose or direction.

To succeed in effecting meaningful changes within societal institutions disadvantaged groups, such as persons with disabilities, must develop a strategy for change based on an 'Institutional Reform' approach. Thus, the removal of prohibitory clauses in by-laws or other limiting legislation may be addressed as part of a logical and rational scheme for overall equality.

2.3.4 Operationalization of the Lobbying Strategy: Internal Factors

The operationalization of the given strategy for change selected by individual lobby groups must be matched with the internal organizational resources and structures available. Failure to match objectives with resources will result in a platform of comment that is lacking in resources, indecisive, and non-continuous. Lobby groups should, therefore, carefully consider their internal resources or capabilities before operationalizing a given strategy (Davis, 1985; Dluhy, 1981). To change by-laws, for example, persons with disabilities may initially have to lobby at the local level. This level of action would represent a suitable level of action for organizations with limited resources.

The internal organizational features of lobby groups that can affect the strategy include both quantitative and qualitative factors. The quantitative factors that must be considered include:

1) The resources of the group (money and labour power).

2) Size and shape of the organization (number of employees, office space, contacts).

The qualitative factors which ultimately affect the choice of strategy include:

1) A clarity and singleness of purpose; that is, there should be a widely agreed upon agenda before any strategy may be successfully developed.

2) The commitment of membership and leadership to the purpose. There must be no dissent or opposition to the proposed plan.

3) The level of cohesion within the organization and the consequence of internal divisions.

4) The effectiveness and astuteness of organizational leaders and representatives.

5) Organizational efficiency.

6) The willingness of both the leadership and membership to adopt alternative strategies and tactics when necessary, and the extent to which this may involve specific methods of lobbying.

2.3.5 Operationalization of the Lobbying Strategy: External Factors

In order to successfully operationalize their lobbying strategy, individuals or groups must also determine the nature of policy development process within which they are to operate. In this regard, they must be aware of the mechanisms of policy development and be able to conceptualize their own role within the process (Cates, 1988). In operationalizing a specific strategy for change, groups seeking an effect such as change must:

1) Consider and familiarize themselves with the major norms which determine the operation of the policy development process.

2) Be able to identify and understand the specific model or model(s) of decision-making used within the development process allowing for a consideration of the major access points which will facilitate the exertion of influence.

3) Be cognizant of the key actors that they need to approach. These individuals must be powerful and influential and have the potential to effect change within the system.

Strategies for change are most effective when they are based on an informed and detailed understanding of the policy development process within which you are working to effect change (Dluhy, 1981; Jordan and Richardson, 1987).

2.3.6 Effecting Change Through Communication: A Summary of Findings From The Literature

For persons with disabilities better, more focused, and responsive policy will not be developed and implemented without their determined and consistent involvement in the presentation of their views. The failure to take this initiative will only result in the continuation of policies that do not favour the point-of-view of persons with disabilities or alternatively, allow others, with decidedly different values and ideals about persons with disabilities and their needs and rights, to influence the proceedings.

In voicing their needs persons with disabilities must ensure that they maintain an effective political stance which will be dependent, amongst other things, on the adoption of a proactive stance toward policy and the political process which produces it. In addition to this proactive stance, persons with disabilities must

present their viewpoints on a regular and ongoing basis forming a focus for change that cannot be easily or readily ignored. To deliver such a message, in such a manner, the most effective communications strategy for persons with disabilities seeking to remove the barriers that currently infringe on their right to live independently within the community, would appear to be one involving some form of lobbying. In this manner, persons with disabilities may start to effect change.

2.4 Telephone Survey

2.4.1 Survey Protocol

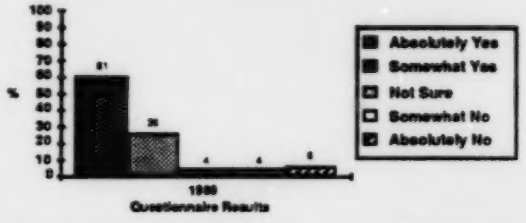
To gather empirical public opinion data relating to the accessibility of community living options for persons with disabilities, a telephone survey was undertaken in which randomly selected individuals were asked to respond to a series of statements on community housing options for persons with disabilities.

A controlled random selection process was used to generate a sample of 210 telephone directory entries. Calls were made to the selected sample on weekday evenings between the hours of 6p.m. and 8p.m. The survey was aimed at adult household members age 18 years or over. In conducting the interviews a standard interview schedule and procedure was developed and used (Appendix D). A total of 190 telephone interviews were completed representing a response rate of 91 percent. The final survey population of 190 represents a statistically significant sample size at a 0.1 confidence level for a population of greater than 38,060.

2.4.2 Results and Interpretation

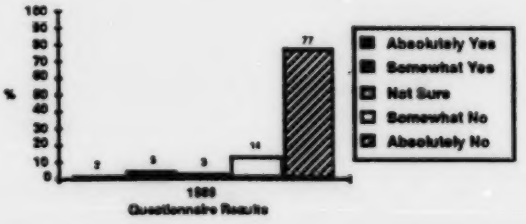
Note, the reader should compare responses to the seven questions in this year's survey, with the responses of representatives of the rehabilitation and planning communities in last year's survey (Appendix A). These comparisons help reveal the relative positions of professionals and the public on key issues.

1. Do you think that life in a regular house and community is desirable for people with disabilities, given adequate personal supports?



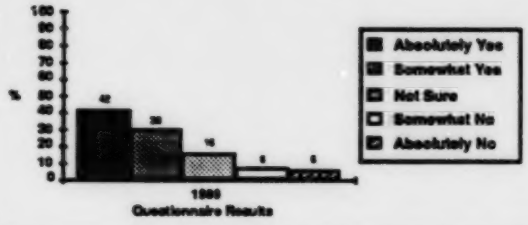
Responses to Question 1 reveal a strong support for life in a regular house and community, given adequate personal supports. 87% of respondents answered positively, whereas 10% answered negatively.

2. Do you think that people with disabilities should have to make special applications to live in residential areas?



Only 7% of respondents believe that persons with disabilities need to make special applications to live in residential areas, whereas 91% don't believe that such applications are necessary. (Compare this response with Question 13 in Appendix A, which shows that the Planning Community response is less supportive of removing the need for special application).

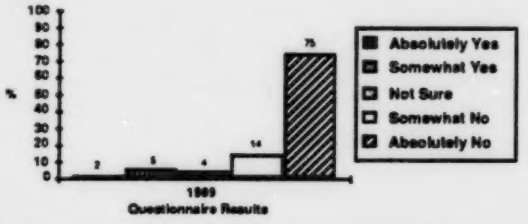
3. Do you believe that an unrelated group of persons with disabilities living together in the community can constitute a family?



Almost three quarters of the respondents believe that an unrelated group of persons with disabilities can constitute a family. The intent of this question was to determine if citizens perceived any significant difference to their own family situation when asked to consider "family" and "unrelated group" in the same phrase. It appears that the vast majority do not. The By-laws, however, generally do.

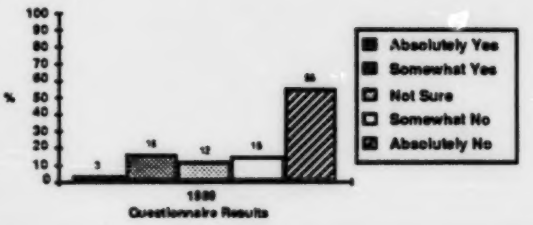
A comparison with Question 8 in Appendix A, which shows that the Planning Community holds a considerably more doubtful opinion, whereas the Rehabilitation Community holds a similar positive view. Again, this reveals that the Planning Community's view is the most restrictive.

4. Would you object to a small group of adults with disabilities living independently in a single-family dwelling on your block?



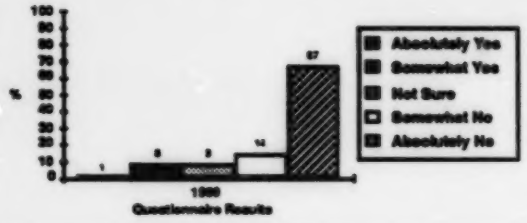
Only 7% of the respondents would object to a small group of adults with disabilities living on their block. The vast majority of respondents have no objection.

5. Do you think that a household made up of people with disabilities would affect property values in a residential neighbourhood?



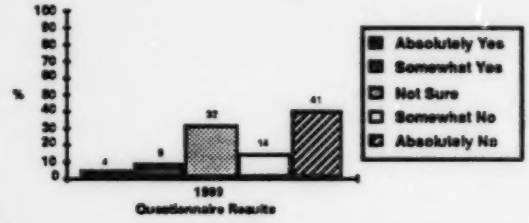
19% of respondents believe that persons with disabilities living in their neighbourhood would affect property values. Although a strong majority of respondents do not hold this view, the researchers believe that the 19% figure (the highest anti-disability sentiment in the survey) reveals the core concern that is most often raised: that property values will go down. Research, the world over, shows that persons with disabilities living in a community do not negatively affect property values, but the myth prevails. Property values in a given neighbourhood may be considered to be sensitive to the introduction of different types of building which represent visibly distinct forms (eg. multi storey dwellings). The issue may be resolved in matters relating to homes for persons with disabilities by simply maintaining the housing form of the neighbourhood.

6. Do you think that a household made up of people with disabilities would present a physical threat to other residents in a neighbourhood?



Another fear commonly suspected is the physical threat that persons with disabilities pose to residents in the neighbourhood. 81% of the respondents don't agree. 9% believe that the threat exists...another myth which needs to be dispelled.

7. Do you feel that planners and legislators are currently doing enough to meet the housing needs of people with disabilities?



55% of the respondents believe that more could be done to meet the housing needs of people with disabilities. One third are not sure. Only a small percentage believe that enough is being done. Results on this question clearly show that most people who hold an opinion want more to be done.

2.5 Key Informant Interviews, Transcripts and Researcher Comments

Introduction

The key informants interviewed responded to a similar series of questions posed by the interviewer. The following transcripts represent edited summaries of the various conversations. All four key informants who were approached agreed to give an interview.

Aleck Trawick: Independent Lawyer Former Ombudsman of Alberta, St. Albert

Researcher Comments

Technically, there is no context for discrimination within Alberta, but there are "back door" opportunities.

Definition of family means that groups of unrelated people cannot reside in residential zones. Also, there's a ceiling on the number of people who can live in the house.

Need to change family definition.

Within residential zones, the numbers game will always beat you.

Background:

My understanding, is that since the Charter, and in the by-laws of Alberta, there is no opportunity for discrimination because housing is in the home-oriented area. Housing in this context refers to mentally or physically handicapped or other people. The opportunity (for discrimination) and the way it comes in the back door is the requirement that people be members of a family or an extended family, or limited to a number of residents in an R1, R1a or R2 zone. That's the milieu that I'm speaking from.

Where the Problem Lies:

You're caught with your definition of "family", and caught by your numbers game, but you're not being caught by any legislation that specifically sets out the mentally, physically, handicapped, etc., that says you can have eight people in your house, but if eight are mentally or physically handicapped you can't have *those* eight people in the house, so you've got to have an application (to MPC). There's no discriminatory legislation like that in Alberta anymore, that I know of. What you want to do is to get that changed in such a way that there is no interference in the process. You're either looking for a change in the *family* definition, or you're looking for a change in the numbers, such as to allow a group home to go in in such a way that you put in your application provided you can meet the criteria for a building permit, and you don't need a development permit. If you don't need a development permit you don't need to go to the Municipal Planning Commission (or the Council if there is none in your jurisdiction) or the Development Appeal Board (or again the council if there is none in your jurisdiction).

The difficulty you're going to run in to, of course, is that the numbers game is never going to be open-ended. The fact that you say that the

Aleck Trawick (cont'd)

numbers game hurts you, (in other words more than eight people in a residence) and the definition of *family* hurts you, also means you're right back to the suggestion that if you're talking about single family dwelling (which is where your people who are locating group homes want the people in a residential setting) you sure don't want people living in a warehouse area. That's especially important in Calgary that has discreet zoning as opposed to Edmonton which has mixed zoning all over the city. You're going to run into the problem where you'll never get that requirement relaxed because people will say that it is not in any way an attempt to assist the handicapped, but will accuse it of being an attempt to assist those who wish to maximize the use of the property, and to develop more income from it. I've attempted these things before, and that's the real difficulty you get into when you get down to R1, R1a, R2 (at least in Calgary). I'm familiar with 2P80 (the Calgary Zoning By-law), and once you get into your C1 or lower, you can run group homes anywhere you want.

People rationalize that if the numbers are increased, it must be linked to maximizing profit from the property.

No restrictions when a home is proposed in a commercial district.

How to Deal with the Situation:

I've been involved in 4 or 5 applications, and have always been successful. I've never had an appeal to the Development Appeal Board. One of the ways that you do it is to work with the Community Association (and you can do this with the Counsellors and other legislators too) and to bring out a couple of people from a group home and introduce them to the people; have them talk about what the group home means to them, and have them interact with them, because people are afraid. Canadians like to be thought of as being good, kind, caring people, and they are like anybody else: they cannot be good, kind, caring people if they're not faced with a situation where they have to *look* like they are. In my own experience you bring people with disabilities out: fear of the unknown is what propels these things and you introduce people directly to the situation; show them what can happen and show them how it works. Frequently, most of the opposition melts away.

Educate people.

Overcome fear of the unknown.

Aleck Trawick (cont'd)

Handle the situation in the media's view: no one wants to be seen as anti-minority.

The other thing is, when you're having difficulty with a City Counsellor or a group of City Counsellors you handle the situation in a public way, so the media is there. No politician will now dare to say anything that could be construed to be anti-Charter, or anti-minority right or anything else to the media because they know that will be multiplied out of all proportion, and that something positive will give them a positive run with the media. The media, of course, are the ones who care less about property values because the media people don't own it.

Create an opportunity for positive media coverage.

The entirety of development of in Alberta is a political process from top to bottom. The Planning Act structures it that way, and that's how it works. You're dealing with either elected representatives or appointees of elected representatives, or in most cases, a mix. For that reason, you use the same technique. In other words I would use the same technique to get the By-law changed as I would to get an application through.

Since development in Alberta is a political process, you must revert to political techniques to create the change you want.

The current system of planning is from '56, and from '72 (when the current Planning Act was brought in) and it was a radical change. One of the difficulties was talking with people in the Department of Municipal Affairs. If the Planning Act were amended you would have no problem with municipalities, because they would have to follow it. The easiest way to deal with the matter is to amend the Planning Act in such a way that no community can discriminate.

The easiest way to deal with the matter is to amend the Planning Act. This way, the municipalities would have to change.

There currently seems to be a favourable tide of political events taking place in Alberta.

Brassard, at the start of his report[1] says exactly what we have to accomplish and what has to happen. These events seem to take on some form of continuity.

About Trying to Promote Change at the Municipal Level:

To me, you're looking at a piecemeal process. The other thing you have to remember is it's still up in the air whether the municipalities are bound by the Charter. It's always been my view that they are, because legislation is delegated from the provincial government. Anti-Charter

Question of whether municipalities are bound by the Charter.

[1] *Claiming My Future*, The Brassard Review

Aleck Trawick (cont'd)

The Department of Municipal Affairs must ensure that the municipal governments are enacting laws in accordance with the Charter.

legislation should be amended directly by the charter, or it becomes the responsibility of the Department of Municipal Affairs to ensure that the bodies to whom it delegates legislation are enacting laws in accordance to the Charter.

About Trying to Promote Change at the Provincial Level:

With the Provincial Government, you've got an entity to deal with, whereas at the municipal level, you don't. Besides, if you fail in the smaller jurisdictions, then the Province can turn you down. Don't risk dealing with the municipalities.

At least when you're talking about the provincial government you've got an entity to deal with and identify, and you've got an entity that you can bring public pressure to bear on as a group. It seems to me that once you go piecemeal you have to win at least the two major jurisdictions. (Calgary, Edmonton, Lethbridge and Red Deer). If you fail at any one of them you're going to fail in the smaller areas. If you lose in these smaller jurisdictions, then the overall entity can certainly turn you down, saying that the local people don't want it.

About Promoting Change Through a Court Challenge:

Alberta courts are not too amenable to Charter litigation.

I always think court challenge is better threatened than a reality. It's another bow in your arsenal to get people to change what they're doing. Charter litigation in itself takes a long time. The Alberta courts have not shown themselves to be amenable to it. You have to get it out of the Alberta courts and into the Supreme Court, and that's a time and money consuming process. If there's no other way to go, it's certainly works. In Toronto, for example, it appears that the Canadian Paraplegic Association is in the course of bringing in a major action to make the Go-Train accessible to people who are physically handicapped. The government has refused to do that. The CPA has started a Charter application. The government said that if the Charter application is successful they will make it accessible, but they're not going to do it until they have to. There are organizations who would foster a charter challenge, but you're not going to find any that has the money to do so. You better have well into six figures if you going to make that kind of a challenge.

Court challenges cost a lot of money, and take time.

Berta Fisher: People First, Calgary

Researcher Comments

People First not too keen on group homes.

Recent events in Calgary involved MLA's in the approval process to put group homes in the community. Even when the By-laws permitted, it appears that an irate community reaction can force an MLA to side with vocal opposition to a group home in a regular community.

People First is trying to determine the ways in which persons with disabilities can face discrimination, even when the By-laws are not contravened.

Background

I personally oppose the group home idea, except to where it is the individual's choice.

Recent Problems in Calgary:

There was an episode in Calgary a year ago when opposition came through the MLA not supporting the fact that the (disabled) person could live in that community (remember at that time Connie Osterman was Minister). Under her arrangement, if an agency was designating a group home setting within an MLA's constituency, they were to let the MLA know. I think that was done in order to let the MLA know what flack he/she might be facing. I happened to be in the office of the (then) Deputy Premier with a group of parents who had made all the arrangements for a home in a community where the Community Association had objected. It was a group of lawyers who had a pretty strong case, evidently related to some restrictions within their own neighbourhood. It was in a wealthy area of Calgary. I was asked to attend with the parents when they met with the Deputy Premier. We brought with us Mrs. Osterman's statement which said that MLA's no longer had to be notified and give approval, and we were glad that that had happened. But that was one that we had to back off from: the families had to look for a house elsewhere.

We as families believe that individuals with disabilities should be allowed to do the same thing that anyone else does. For people with development disabilities we believe that congregating in a group home setting is not the way of the future.

How People First is Dealing with the Situation:

For us, as parents we want the opportunities of either apartments, condos, and co-op, etc., and also home ownership. At this point, we've met with some real estate people in Calgary to find out ways in which individuals with disabilities could face discrimination, and we still don't know

Berta Fisher (cont'd)

how we stand. I am not favouring promoting the congregation of six people to live together. I think it is wrong. We're more interested in determining what discriminations our sons and daughters will face as they go into those other types of arrangements. And from our real estate advisors, we don't yet know what it means. We're heavily interested in co-op options and the right of our people investing in a permanent home as they get older. One of the ethics is that we don't want to be congregated. We want the housing to be integrated, where they may be supported by their support network and (if they may be under guardianship or trusteeship) they could make their arrangements, so that it's possible for them to own their own home. We really need support and we are so pleased that Brassard said this should be a "right".

Integrated housing is the ideal. This must be backed-up with a support network.

Brassard Review refers to support in the community as a "right."

How People First Dealt with Calgary's 2P80 Zoning By-law:

We found that barriers often get removed through personal knowledge, and that's why our work with Mayor Klein was valuable. He was a man that got to know people. We found that the doors opened because of his personal commitment and that's where you appeal to the Planning Act: to begin to look at some umbrella way to remove discrimination. Maybe then you can have people see the vision of removing discrimination before the situation has to revert to legal channels. Yet, at the same time I have to also recognize the gains that have been made in the courts. I feel the Human Rights Commission is "very weak" as is the Individual's Rights Protection Act. There's a complete lack of will there, and this is why, as I say, the process which makes the most impact, is the court challenge.

You need personal commitment (political will), and you need to change the Planning Act.

A court challenge makes the most impact. If the political will isn't there, the courts can make things happen.

About Who Is Best to do the Political Lobbying:

We feel that the people who most make the influence are the people with disabilities themselves. If the Brassard report means that you can no longer discriminate, then we could have the Alberta government changing its view.

People with disabilities are the best people to do the lobbying.

There appears to be a change in political will in Alberta, in part due to the Brassard Review.

Margaret Shone: Professor of Law
University of Alberta

Researcher Comments

Amend the Planning Act.

Lobby the Politicians, so that they're sympathetic to the objective.

Agencies, advocacy organizations and the Premier's Council on the Status of Persons with Disabilities should lobby the politicians.

Involve persons and groups with avenues to Ministers and MLAs.

A court challenge to the Charter of Rights is a dubious route.

How to Deal with the Situation:

I think that amending the Planning Act would be the most efficient, I definitely do. And potentially the most effective. One thought that I have for the Planning Act, is first of all you have to lobby the politicians, and that might take some persuasion. It might take the same sort of persuasion that is required for the amendment of the Individual Rights Protection Act, which requires that the Cabinet has got to be sympathetic to the objective. There'd certainly be a lot of leg work required there.

Who Should Lobby:

I suppose that you would want to try to use the organizations that already lobby for sorts of persons who are discriminated against through the operation of these By-law positions. That would include the AACL, the Alberta Health Association, possibly Friends of Schizophrenics, and those kinds of groups that advocate on behalf of persons who are physically disabled who are also being discriminated against in these situations. Also organizations that represent their interests, and the Premier's Council on the Status of Persons with Disabilities. There are a number of persons in these groups with the potential avenues to the Ministers, and MLA's, to get these kinds of changes made.

Concerning a Court Challenge:

I think a challenge of the Charter for failure to include discrimination on a basis of mental disability in its positions, is a possibility. But I'm not clear on is what the remedy should be - what a court would say because I'm not a Charter expert. Probably a constitutional lawyer could give more guidance. I know there's a difficulty where it's an omission in the Act. What does the court do? Does it strike down the entire Act because of this omission? It's unlikely to do that because of all the good purposes served. I'm not

Margaret Shone (cont'd)

sure if the courts are going that far. That's where I have my doubts.

A successful court decision may not achieve what you want, because of narrow interpretation.

One of the problems about the legal challenge route, is that, first of all you have to wait for the right case to come along: one which you think will give you a good result. But secondly, courts tend to restrict their decisions to the facts of the case at hand, and later on they're all interpreted narrowly in terms of that particular case. So you may not get a decision which is applicable to the wider context that you're thinking about.

What Would you Recommend?

Approach the legislators.

Amend the Planning Act with strong wording, that will oblige the Municipal governments to make their by-laws non-discriminatory.

If you're going to need legislation anyway, I would start with the legislators. Even once you get the Municipal Planning Act changed, I don't know the sorts of amendments that you're thinking about (the details), but they must be strong enough to oblige the local municipalities to make changes in the by-laws that are offensive. What I'm concerned about is this: if there is a broad, general wording which can be interpreted in different ways to the intent of the change, the municipalities would still be able to claim that their position was one of non-discrimination.

Gary McPherson, Chairman
Premier's Council on the Status of Persons with Disabilities

Researcher Comments

Amend the Planning Act.

The courts should be the last resort: if you lose, you could lose everything.

The timing is right in Alberta for change through discussion.

Eliminate the discriminatory By-laws and change attitudes, perhaps by also lobbying at the municipal level.

Start with the Department of Municipal Affairs.

Spread communications out to include all Cabinet Ministers, because ultimately you need their support.

How to Deal with the Situation:

With the alternatives you have, my preferences (in order) would be to amend the Planning Act first; to deal with Municipalities on an individual basis, second; and to pursue a court challenge, third. I think the court cases should be a last resort. There is always a chance that you'd lose the thing, and if you lose, that would be absolutely devastating, in terms of making progress. It's an expensive process and it only affects one person at the beginning, although it's timely. I think that given the climate in Alberta at the moment, that the Provincial government and the Department of Municipal Affairs would be willing to entertain that kind of a discussion. I think as long as those discriminatory words (in the By-laws) are on paper anywhere it gives people an out. So if we could do our best to eliminate them, that would help change attitudes. The next best approach would be some mix and match of changing the Planning Act plus the lobbying of the municipalities.

How Would you Start?

Well, my sense would be to start with Municipal Affairs and see what the implications are beyond that. It's kind of like when we started talking about the work of Council, and we started to set an appointment: every time we started to talk to one, we had to talk to another one. Ultimately, we probably will have to spread our communications over all of cabinet because when it comes to a vote in Cabinet you want to get the support of all. But we need to start somewhere: given the rapport that has been established, we should work with various Departments and strategize with them (the lobbying process). Reflecting on the work that's already been done, we should be able to get the message to Cabinet, so that they could have an enlightened view. That's an extension of the lobbying process we're currently doing.

Gary McPherson (cont'd)

Involve individuals who have experience with discrimination in housing.

Who should be involved?

Representatives of groups, and individuals who have been involved in housing situations that have experience with aspects of discrimination. These individuals must have respect and credibility with Ministers, initially to get through by phone or get through the door in order to get an appointment, and eventually as presenters. Once you do that, I think you go up as high as you can.

At What Level of Government Should we Start?

Direct your strategy at the Minister (of Municipal Affairs).

Don't count on bureaucrats to convey your message to Minister.

You should be talking to the Minister (of Municipal Affairs). Often, in our experience here, people in the administration are aware of issues, but when you go to the Assistant Deputy and even the Deputy Minister level, they're afraid to bring it to the Minister's attention. They sometimes screen things out before it gets to the Minister. In our experience, we've brought up some subject matter for discussions one on one with Ministers which have been received very favourably, and very eagerly discussed in that environment. But in order for the Deputy to take that same issue in to the Minister, it's been difficult because they have a reluctance.

3.0 DISCUSSION AND RECOMMENDATIONS

3.1 Discussion

The need to deliver a clear message that discrimination against persons with disabilities, regarding their access to ordinary housing, both exists and is unacceptable remains a vital and urgent one. Full citizenship cannot be achieved if persons with disabilities are neither offered nor allowed to make a comprehensive residential choice.

The research findings indicate the need for a clear and concise communications strategy that will facilitate the removal of the discriminatory by-laws that currently infringe on the rights of persons with disabilities to live in community settings. Restrictions placed on group homes in residential areas, are not consistent with other by-law clauses, given that they can be provided without restriction in a commercial or warehouse district. Further, given the mix and match of modern families, it is no longer feasible to define families in such a way that a group of unrelated people cannot exercise their option to live in the community of their (or their advocates') choice. A restriction on the rights of a group of people to reside in a chosen community based upon their number, or the relationship (or lack thereof) between them, is discrimination.

Although Alberta may be considered conservative, attitudes during the past decade have undoubtedly shifted. Nowhere is this more apparent than in regard to persons with disabilities, a point illustrated by the current telephone survey of St. Albert residents. Eight years ago, the community polarized around a decision of the local Association for the Handicapped to purchase and operate a group home. The arguments in MPC and DAB meetings were impassioned, yet recent findings show that the vast majority of residents of this middle-class community harbour no discrimination toward persons with disabilities, nor do they see any reason why they should not have the same privileges as everyone else.

The key informant interviews, conducted as part of the current research, presented the unanimous view that for progress to be made in addressing residential housing discrimination against persons with disabilities amendments to the 1972 Alberta Planning Act must be made. It appears that it is the development appeal process which triggers the opportunity for an active minority to exercise their democratic right to discriminate.

The key informants were also agreed upon the risks associated with court challenges against residential discrimination, whether under the IRPA, in its present or amended form, or under Charter litigation. Court challenges are akin to an uncontrolled experiment, where the results are totally different to the thesis, and the impact of an unexpected result may be to set the cause back by years.

The key informants also outlined the problems associated in addressing individual municipalities. There are dozens of municipal jurisdictions in Alberta. To deal with them on an individual basis would take time, money and human energy beyond the scope of a modestly funded research project. The aim of "converting" so many autonomous groups to adopt a non-discriminatory set of rules would confront and dumbfound even the most ambitious activist. It is unlikely that change could be universally introduced solely as a result of a municipality by municipality public education campaign.

Given the logistical difficulties in petitioning individual municipalities which may prove both too exhaustive and likely ineffective, and the risky natures of a court challenge, the remaining option of amending the Planning Act becomes the obvious and likely the most effective route to pursue according to the key informants. If the Act is to be amended, it is both fortunate and timely that even at the political level, the Alberta Government's stance on human service delivery

seems poised for change, and its awareness of human service issues is increasing dramatically.

Recent developments have occurred in Alberta which directly relate to serving people who have disabilities.

1989 was expected to be the year in which amendments to the Individual's Rights Protection Act (IRPA) would include "mental disability" within its definitions of individuals who would be protected from discrimination. Amendments were *not* introduced in the last session of the Legislature, although the government says that it is still committed to introducing them in a forthcoming session.

Such amendments, some believe, will open the door for broad changes to the interpretation of municipal by-laws, making it difficult to use them as tools for discrimination. Others, including the Key Informants suspect that other definitions within the by-laws will allow covert discrimination, unless those definitions (composition, size, relationship and definition of "family" or "resident household") are removed.

The Brassard Review *Claiming My Future (1989)* represents a clear and ambitious government statement about the future of human services, support systems and the right to independence by all persons with disabilities within Alberta. The recommendations in the report make clear and forceful statements about the rights of persons with disabilities in Alberta, and about the importance of those people taking their place as equal citizens in the Province of Alberta.

Based on the researchers' survey of 190 households in St. Albert, a city of nearly 40,000 people outside of Edmonton, it is clear that public attitudes have reached the point where the vast majority of ordinary citizens believe that persons with disabilities are entitled to live as and where they choose, and that no special conditions should apply. It is also clear that a minority (generally between 7-12%) hold views that persons with disabilities should not be treated as regular citizens, nor can they benefit from life in a regular house. Further, the survey reveals that the greatest resistance is shown in concern about property values being affected (19%).

In the context of this study, the researchers believe that the minority, however vocal, cannot inflict what they want on another group of citizens.

In respect for the minority viewpoints which do not readily accept the notion of persons with disabilities residing in communities without special considerations (see also 1988 survey results and interpretation, Appendix A), there is an urgent need to provide municipal administrators and elected representatives with a public education package; one which will update their awareness of the changing expectations of persons with disabilities and prepare them for amendments which will result from changes to the umbrella legislation governing their by-laws.

3.2 Recommendations

3.2.1 A Lobby of Elected Representatives to Advise Them of The Majority View in Alberta

Citizen reaction to the rights of persons with disabilities to live in the community is overwhelmingly positive. Elected representatives must be helped to understand that it is the minority view that creates media attention and an apparent highly vocal backlash to proposals to integrate persons with disabilities into regular community settings. The elected representatives must further understand that it is the "discretionary use" clause in the municipal By-laws which create the process and the forum for vocal objection (ie. the Municipal Planning Commission meeting) and covert discrimination: that amendments in Alberta's legislation must leave no loopholes for one group of people to pick on another.

3.2.2 A Lobby of Provincial Ministers to Amend the 1972 Planning Act

Within the current Alberta context, the most effective way to initiate change is through thoughtful discussion and principled debate with members of Cabinet. The Minister of Municipal Affairs carries responsibility for the Planning Act, and he should be the initial target of a lobby strategy. Other Ministers should be drawn into the discussion later, as part of a consciousness-raising exercise, as a forerunner to a Cabinet decision to amend the Planning Act. Such amendments must guarantee that definitions of "household" or "family" do not allow discrimination based on numbers, relationships, or disabilities.

3.2.3 A Lobby of Provincial Ministers to Amend the Individual's Rights Protection Act to Include Mental Handicap Within its Definition

The time is right in Alberta for change. The political perception about human service delivery is shifting from charity and parsimony to that of equality. Earnest discussion must begin between key politicians and eloquent and effective representatives about the need to incorporate the principles of equal status for persons with disabilities into legislation in Alberta.

Although the researchers do not believe that discrimination in access to housing will cease with this amendment alone, they consider it to be a further strong statement that must be made by the Alberta Government.

3.2.4 Ensure that Lobbying of Elected Representatives is Conducted by the Most Effective Communicator

The researchers believe that it is unreliable to expect public servants to convey accurate, timely and contentious issues to a Minister. Matters of a controversial and discriminatory nature are best presented by the advocates of change, since they have nothing to lose from their dealings with the Minister. In the Alberta context, the most effective body is the Premier's Council on the Status of Persons with Disabilities. As a key informant, Gary McPherson, Chairman, indicated the Council's preparedness to introduce discussion on legislative amendments with as many Ministers as necessary to ensure change. Therefore, the researchers believe that the Premier's Council, together with a representative sample of consumers should be the primary lobbyists.

3.2.5 Develop a Communication Strategy for Dealing with the Provincial Government, Using Sound Communication Knowledge and Techniques

The Premier's Council representatives and other selected communicators must develop a strategy which will effectively advise the Minister of Municipal Affairs, the Minister of Labour (responsible for the IRPA legislation) and other Cabinet Ministers of the need for and nature of amendments, so that there can be no doubt of the unanimity of the Cabinet vote to introduce the amendments.

3.2.6 Develop a Communication Strategy for Dealing with Municipal Governments in Alberta

A public education package must also be prepared and distributed to all municipal governments in Alberta. The package must inform administrators and elected representatives about the aspirations of persons with disabilities and the normality of their choice to live in regular housing in ordinary communities, without need for special application. This information should be distributed by a consortia of established and respected agencies and individuals from throughout Alberta.

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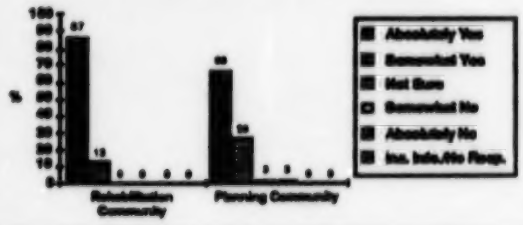
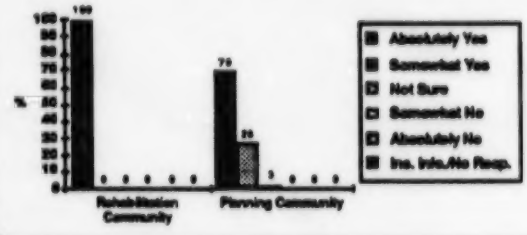
APPENDIX A

1988 Survey Results and Interpretation

1. Given adequate personal support networks, do you believe that life in a regular house and community is desirable for persons with disabilities?



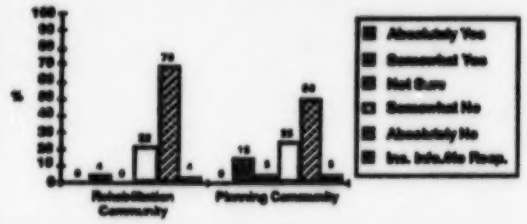
2. Do you believe that life in a regular house and community is beneficial for persons with disabilities?



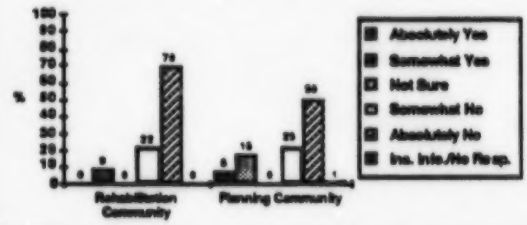
4.3 Survey Interpretation

Regarding Questions 1 and 2 there is a strong belief by both respondent groups that life in a regular house and community is both *desirable* and *beneficial* for persons with disabilities. The Planning Community is not quite as positive, but nevertheless expresses an almost 100% Absolutely Yes or Somewhat Yes opinion. The Rehabilitation Community almost totally expresses an Absolute Yes to these questions, showing with little doubt the almost complete extent to which the principle of normalization translates into the need for life in a regular community setting. This perception reflects current rehabilitation theory.

13. Should such a group of persons with disabilities be required to make any application to a municipal government before they may occupy a house or apartment?



14. Should it be necessary to advise prospective neighbours of the intention to adapt a residence for use by person(s) with disabilities?



15. Should it be necessary to seek the approval from (prospective) neighbours of the intention to adapt a residence for use by person(s) with disabilities?

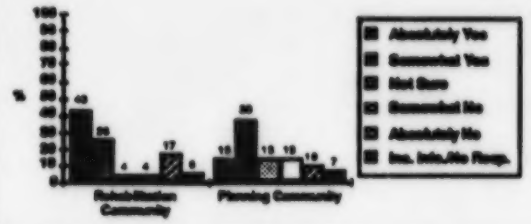
In practice, however, the responses to Questions 13, 14, and 15 demonstrate diverging values between the two groups. Significantly, the Absolutely No response to these three questions is higher in each instance from the Rehabilitation Community: it is strongly opposed to the requirement of person(s) with disabilities having to:

- make application to a municipal government
- advise prospective neighbours of the intention to adapt a residence, and
- seek approval from neighbours in order to adapt a residence.

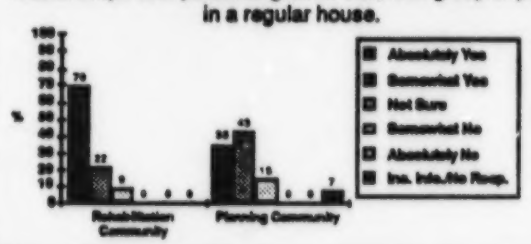
In fact, the Rehabilitation Community's opinion includes only a few positive responses to these questions, illustrating a strong expression that the adaption for, or occupancy of, a residence by persons with disabilities is nobody else's business...not even the municipal government's.

By contrast, the Planning Community responses show a significantly stronger emphasis on the positive options (where application or approval must be sought): this group believes that municipal government *and* neighbours should be involved in the application and approval process before a house may be occupied or adapted. The questions must be begged: on what information does the Planning Community base their opinions? And to what extent do they influence affairs in their jurisdiction?

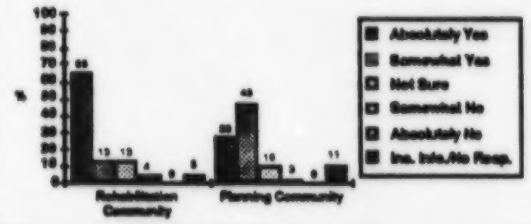
8. Do you believe that an unrelated group of persons with disabilities can constitute a family?



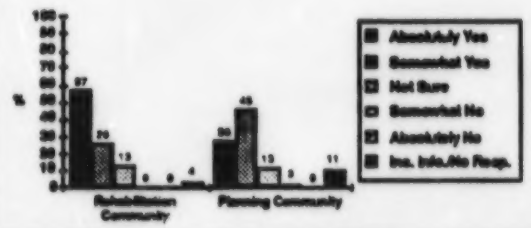
9. Given adequate support services, can persons with disabilities achieve family life, ie. stable enduring relationships and personal growth etc., with group of peers in a regular house.



10. Is such a "family" living option desirable in the rehabilitation process?



11. Is such a "family" option beneficial in the rehabilitation process?



Questions 8 through 11 enquire into definition of "family" and the ways in which a group of persons with disabilities might constitute a family.

The responses consistently illustrate that the Rehabilitation Community adopts a more liberal interpretation: its bias is more positive towards the notion that an unrelated group of persons with disabilities can constitute a family, as well as establish a family life. Further, the Rehabilitation Community regards such family living options as being both desirable and beneficial in the rehabilitation process.

The Rehabilitation Community response to Question 8 reveals an interesting and, perhaps, deceptive Absolutely No response: the community living movement has advanced its thinking beyond the option of group homes to a position that persons with disabilities should not have to accept congregate living situations, since they should reside within a natural, adoptive or surrogate family, or alone. This may account for responses that are sharply contrasted within the same group (43% of respondents indicated Absolutely Yes).

To a lesser extent, the Planning Community shows the same bias: as a group they believe that benefits can result from "family" life in a regular house. It is important to note that the Not Sure and Insufficient Information/No Response to each of these four questions total 21% - 24%, perhaps indicating a lack of knowledge or confidence in the Planning Community on the topic. The Planning Community's responses are most divided on Question 8, as are responses between the two groups. Since what constitutes a *family* or *household* is a central issue on debate and discussion concerning residential by-laws, it provides evidence of the varied viewpoints that lie behind the issues.

12. Should a resident full-time aide be considered a "family" member within the context of such a community living option?

3. Should home adaption to meet a disabling condition warrant any special attention in the planning process?

The confusion over "family" is further evidenced in the wide range of opinions on Question 12. At first appearance the responses between the groups look similar. On closer examination the Rehabilitation Community is less disposed to considering a resident full-time aide, a family member, more than half do not favour considering an aide as a family member. Notably, over one third of the Planning Community indicates either Not Sure or Insufficient Information/No Response once again indicating the need for more information.

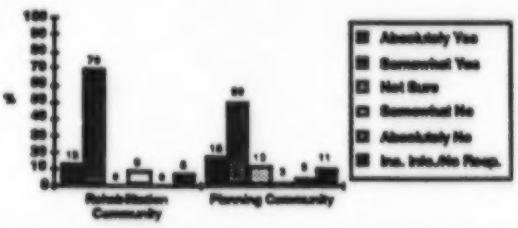
Interesting differences between the two communities are revealed in the responses to Question 3. The Rehabilitation Community generally favours a more liberal position regarding the option to live in a regular house and community, but it is very strongly in favour of home adaption warranting attention in the planning process. This apparently incongruous opinion is probably explained by an ambiguity in the question. It is difficult to discern the extent to which the interpretation of the question has affected the responses. When first written, the question was meant to inquire as to whether any special attention should be paid by the municipal planning office to the fact that a home was being adapted (other than conforming to the Building Code). Although that may well have been the Planning Community's general interpretation, the Rehabilitation Community appears to have taken another meaning, judging by its response.

Question 3 can also be read to inquire as to whether home adaption requires special attention to design (ie. house planning) and it is this meaning that the Rehabilitation Community has probably interpreted.

4. Should the provision of housing for people with disabilities be dealt with in a different way, ie. discretionary use category?

Responses to Question 4 show a similarity between both groups. It is important to note that 26% of the Rehabilitation Community indicated Not Sure, and 14% indicated Insufficient Information/No Response to the question. The bias in both groups is against different provisions for housing people with disabilities. Considering the common practice of including group homes, etc., into a discretionary use category within the zoning by-laws the results are somewhat surprising. The Planning Community expressed stronger opinions (Yes *and* No responses) to this question than the Rehabilitation Community, which may reflect the polarized positions that have resulted in public debate concerning the provision of housing for people with disabilities in the regular community.

5. Should persons with disabilities need special protection from risk?



Question 5 and 6 were intended to determine the extent to which the groups supported the principle of the dignity of risk. The responses to Question 5 show that both groups hold similar (mainly in favour) opinions about the need for special protection from risk. It is possible that some of the respondents have interpreted this question (as in Question 3) as being related to house design, rather than the concept of being allowed to live at risk in the community.

6. Should the residential needs of persons with disabilities include additional safety features, ie. exit signs, fire exits, fire extinguishers, etc.?

The difference on the topic of risk between the two groups is illustrated in the responses to Question 6. The opinion of Rehabilitation Community is less favourable than the Planning Community towards additional safety features. Although a majority favour such features, a large percentage do not, once again demonstrating the liberal concepts of community living advocates. Only a small percentage of the Planning Community share this liberal view.

7. Should persons with disabilities be categorized as a "special group" when their residential needs are being considered?

"Special group" conjures up sharp images to the Rehabilitation Community. A paradoxical debate continues about the use of the word *special* becoming misinterpreted as *separate*. The division of this debate is illustrated in the response to Question 7.

The Planning Community is more in favour of categorizing persons with disabilities as a "special group" where their residential needs are considered, although almost a quarter responded either Not Sure, or Insufficient Information, which indicates the need for more information on the subject.

APPENDIX B

Telephone Survey Protocol and Questionnaire

APPENDIX B: Telephone Survey Protocol and Questionnaire

Suggested Introductory Rhetoric

Hi, my name is _____.... I work for a consulting firm who are currently undertaking a survey of housing options for disabled people in Alberta funded by a non-profit national organization.... As part of the study, we are asking members of the public for their views on housing for the disabled....and I wondered if I could take approximately five minutes of your time to ask you some questions.

If necessary emphasize the short duration of the interview.

Given a positive interviewee response, continue:

For each question that I ask would you please indicate the response that you most agree with.

The interviewer should read both the question and the precoded responses. If the interviewee answers as you are still reading, stop and accept the answer as given.

At the completion of the questionnaire:

Thank you for your cooperation in this study, your time and answers are much appreciated. Good bye.

PUBLIC TELEPHONE QUESTIONNAIRE SURVEY

	Absolutely Yes	Somewhat Yes	Not Sure	Somewhat No	Absolutely No
1. Do you think that life in a regular house and community is desirable for people with disabilities, given adequate personal supports?	☐	☐	☐	☐	☐
2. Do you think that people with disabilities should have to make special applications to live in residential areas?	☐	☐	☐	☐	☐
3. Do you believe that an unrelated group of persons with disabilities living together in the community can constitute a family?	☐	☐	☐	☐	☐
4. Would you object to a small group of adults with disabilities living independently in a single-family dwelling on your block?	☐	☐	☐	☐	☐
5. Do you think that a household made up of people with disabilities would affect property values in a residential neighbourhood?	☐	☐	☐	☐	☐
6. Do you think that a household made up of people with disabilities would present a physical threat to other residents in a neighbourhood?	☐	☐	☐	☐	☐
7. Do you feel that planners and legislators are currently doing enough to meet the housing needs of people with disabilities?	☐	☐	☐	☐	☐